

GOVERNMENT OF INDIA  
MINISTRY OF HOME AFFAIRS



Memorandum

OF

The Report of the Backward  
Classes Commission

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GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS

SUBJECT—*Report of the Backward Classes Commission—Memorandum Explaining the Action Taken Thereon*

The President, under Article 340 of the Constitution, appointed the Backward Classes Commission on January 29, 1953, with the following terms of reference :—

(a) to determine the criteria to be adopted in considering whether any sections of the people in the territory of India (in addition to the Scheduled Castes and Scheduled Tribes specified by notifications issued under Articles 341 and 342 of the Constitution) should be treated as socially and educationally backward classes; and in accordance with such criteria, prepare a list of such classes setting out also their approximate numbers and their territorial distribution;—

(b) to investigate the conditions of all such socially and educationally backward classes and the difficulties under which they labour;

and make recommendations—

(i) as to the steps that should be taken by the Union or any State to remove such difficulties or to improve their condition; and

(ii) as to the grants that should be made for the purpose by the Union or any State and the conditions subject to which such grants should be made;

(c) to investigate such other matters as the President may thereafter refer to them; and

(d) to present to the President a report setting out the facts as found by them and making such recommendations as they think proper.

2. The Government has given careful thought to the report submitted by the Commission. The task that had been entrusted to the Commission was of great complexity, specially in respect of the first term of reference. There is a well-defined and easily ascertained criterion, namely that of untouchability, in the case of the scheduled castes, and similarly such a criterion is available in the case of the scheduled tribes. But no such simple and clear-cut line of distinction is available regarding other castes and classes whose members may be backward. For the purpose of the enquiry specifically contemplated in Article 340 of the constitution, it was necessary to consider whether these other backward sections could be properly classified, and the Commission had to find objective tests and criteria by which such classifications were to be made

they had to find indisputable yardsticks by which social and educational backwardness could be measured. The report of the Commission has not been unanimous on this point; in fact, it reveals considerable divergence of opinion.

3. A plethora of claims were pressed before the Commission for acceptance as distinct and separate categories of backward classes which for lack of trained staff to help them, the Commission found it difficult to analyse. They have further included in their list even communities about whom no other information was available except the names, and abandoned their first idea of preparing complete glossary of communities. The result of the adoption of such a procedure has been obtrusive and has led the recommendations of the Commission into difficult straits. The Commission's list contains as many as 2399 communities out of which 913 alone account for an estimated population of 11.51 crores; Scheduled Castes and Tribes will make up another 7 crores. Women as a class have also been regarded by them as backward, though they have not listed them among the backward classes since they do not form a separate community. In this way, *the bulk of the country's millions could be counted as coming within the category of backward; and no useful purpose would obviously be served by an enquiry conducted by a special Commission of this nature.* In one sense, however, these figures serve a very useful purpose. They remind us of the general backwardness, social, educational and economic, of our country as a whole, and also of the fact that the difficulties and handicaps from which the backward classes suffer differ only in intensity and not in kind from the general problem which applies to the country in its entirety.]

4. It is nevertheless necessary to recognise that there are some really backward sections in the community, and it is the duty of all of us to do all we can for their uplift. Under foreign rule, they were neglected, and equal opportunities for advancement were not available to them. This fortunately is now a thing of the past. The Constitution guarantees equality of opportunities for all citizens, irrespective of religion, race, caste, etc. and this fundamental principle of State policy has already been in force for some years. Large sums of money have been spent by Governments both at the Centre and in the States on the work of reconstruction and development during the period of the first Plan resulting in an expansion of employment opportunities in the public services and elsewhere, and in the raising of the per capita income. The benefits of this nation-wide endeavour have been shared by all citizens. The background of this problem of the backward classes has thus been changed to a large extent. The old conditions under which people suffered and backwardness thrived no longer find approbation in our land. With the establishment of our society on the socialist pattern to which we all are pledged, social and other distinctions will disappear as we advance towards that goal.

5. So, while making a probe into the problem of the backward classes, it is necessary not to lose sight of its true perspective. The majority of the members of the Commission hold the position of the individual in the social hierarchy based on caste as determining the degree and extent of backwardness. The emphasis on caste has further been highlighted by some of the minutes of dissent. The tone and temper displayed therein bring into prominence the dangers of separatism inherent in this kind of approach. It cannot be denied that the caste system is the greatest hindrance in the way of our progress towards an egalitarian society, and the recognition of the specified castes as backward may serve to maintain and even perpetuate the existing distinctions on the basis of caste. There may be, besides, castes a large number of whose members may be classed as backward and socially and economically but still there may be other

ing them who cannot be classified similarly among the so called upper and a few others. It is a fact that the mere numbers of those who are backward educationally are not only and even among the backward classes some castes are more backward than others. Then there are differences in conditions between States and States, regions and regions etc.

The Commission have also suggested certain other criteria such as "lack of general educational advancement among the major sections of a caste or community," "inadequate or no representation in Government service," and "inadequate representation in the field of trade, commerce and industry", "communities consisting largely of tenants without occupancy rights and those with insecure land tenure", and "communities consisting of a large percentage of small land owners with uneconomic holdings". But these are obviously vague tests, more or less of an individual character, and even if they are accepted, they would encompass a large majority of the country's population. If the entire community, barring a few exceptions, has thus to be regarded as backward, the really needy would be swamped by the multitude and hardly receive any special attention or adequate assistance, nor would such dispensation fulfil the conditions laid down in Article 340 of the Constitution.

6. It has, therefore, become necessary that some positive and workable criteria should be devised for the specification of the socially and educationally backward classes of the people so that they may be given adequate assistance and relief in all suitable ways to make up for the leeway of the past and to acquire the normal standards of life prevalent in the country. There are certain distinct groups to whom disabilities are attached by reasons of environments and occupations which are considered low, and in their case, even in the absence of such criteria, there need be no difficulty in providing special relief. There will be, besides, other classes who, adjudged in the light of reasonable standards, might well be regarded as socially and educationally backward. But action on a systematic and elaborate basis can be proceeded with only after the necessary positive tests and criteria have been laid down for determining which classes or sections are really entitled to get special relief and assistance. To that end, further investigation will have to be undertaken so that the deficiencies that have been noticed in the findings of the Commission are made good and the problem is solved with due regard to the requirements of Article 340 of the Constitution. Simultaneously, it is desirable to hold *ad hoc* surveys to determine the numbers that would come within the category of such classes. The State Governments have been addressed accordingly.

7. The bulk of the other recommendations made by the Commission in their report which are of a general nature have been duly examined, and the ameliorative measures suggested by the Commission have been brought to the notice of the Planning Commission, the Central Ministries and the State Governments for being taken into consideration in the formulation of their programmes of development. Many of the factors which contribute towards backwardness have been tackled by the Planning Commission under the appropriate schemes outlined by them, and in their case, the main point to be stressed was whether the special needs of the backward classes could be intensively and effectively served by appropriate shifts of emphasis or by rearrangement of priorities within the framework of the existing programmes or whether additional programmes needed to be drawn up. Instructions have further been issued to the State Governments requesting them to render every possible assistance and to give all reasonable facilities to the people who come within the

category of backward classes in accordance with their existing lists and also to such others who in their opinion deserve to be considered as socially and educationally backward in the existing circumstances.

8. The President thanks the Chairman and Members of the Commission who bestowed so much time and labour upon the difficult task that was entrusted to them, and expresses his appreciation of the pains they have taken in the preparation of their report which involved extensive touring in different parts of the country and discussions with numerous organisations and individuals.

(Sd.) G. B. PANT.

## CENSUS AND CASTES

If possible the 1961 Census should be carried out in 1957 and should have sociological, ethnological etc, information regarding all castes, classes etc, and estimated family income and expenditure. If it is not possible to advance the date of Census enumeration, then a random sample survey for a proper assessment of the conditions of individual communities should be carried out as soon as possible.

It is not feasible to advance the date of Census from 1961 to 1957. There are standing orders that for the purpose of Census enumeration the entry of caste generally will be neither necessary nor desirable. Except when needed for administrative purposes, caste need not be entered. Three members of the Commission, including the Chairman, have for different reasons, also opposed the holding of Census on caste basis.

The holding of an *ad hoc* survey for a proper assessment of the condition of backward communities and determining their numbers has been suggested to the State Governments

## SPECIAL GROUPS

i) *Muslims*—All Muslims are not backward but socially and educationally backward communities among them should be included in the list of Other Backward Classes.

ii) *Christians*—Scheduled Castes converted to Christianity, especially in the South have been included in the list of Other Backward Classes. If Scheduled Caste converts to Christianity in other parts of the country also suffer from any social disability their case should also be considered for inclusion in the list of Other Backward Classes.

iii) *Eurasians in Travancore Cochin*—They are a small community in the extreme South and are at present known as Anglo-Indians. They are really Eurasians in character as they are the progeny of the alliances between Portuguese or Dutch fathers and Indian mothers. The community should be renamed "Eurasians" and should be included in the list of Other Backward Classes.

iv) *Gurkhas*—Backward communities among Gurkhas in Uttar Pradesh, Bihar and West Bengal have been included in the list of Other Backward Classes, but in other States as the Gurkhas are known to disregard caste and to live as one homogeneous community they should be included if they are found to be socially and educationally backward.

Government agree that all backward classes should be helped irrespective of religion, caste or ethnological group. The backward classes among the various religious denominations are, in fact, being granted certain aid and facilities by the State Governments concerned and the Government of India are also awarding scholarships to deserving students among the backward classes for post-Matric studies. Pending the issue of an authoritative list, the State Governments have been asked to continue to render every possible assistance and to give all reasonable facilities not only to those classes which are included in the lists issued by them but also to such others who deserve to be considered as socially and educationally backward in the existing circumstances.

ii) *Anglo-Indians*—They are not backward either educationally or socially.

vi) *Sikhs*—Sikhs constitute an integral part of the broader Hindu religion. Untouchable communities among them should be included in the list of Scheduled Castes and socially and educationally backward communities other than Scheduled Castes should be put in the list of Other Backward Classes.

vii) *Bhangis*—Should be distributed and given quarter among other groups. The receptacles for carrying night soil should not leak.

viii) & (iv) *Women*—Special hostels, with priority for girls from Backward Classes. Free education to all whose parents earn less than Rs. 3,000 per annum; Scholarships for girls of Backward Classes; Samata Ashrams to be run by trained women and men; Special facilities for girls to study Medicine, Home Science, Fine Arts, Social Service, etc.

Government should help with finance and legislation the running of Rescue Homes by social workers under Government supervision for teaching different occupations to unfortunate women and to enable them to change their outlook and lead normal lives.

x) *Delinquent children*—Provision for their maintenance and education and amelioration of their lot.

*Traditional beggars*—Some communities claim that beggary is their traditional profession and that they cannot take to any other occupation. What is needed most is

Government agree with the Commission

Government agree with these recommendations. The names of untouchable communities among the Sikhs have already been included in the Scheduled Castes and Scheduled Tribes Orders (Amendment) Bill, 1956 which is now before Parliament. Government also agree that the backward classes or groups among the Sikhs who fulfil the criteria that may be adopted should be included in the list of Other Backward Classes and given the prescribed help.

Government are paying special attention to this matter. A provision of Rs. 20 crores has been made in the Second Five Year Plan for slum-clearance and sweepers' housing.

The Government of India have recommended to the State Governments that they may adopt with suitable modifications the recommendations of the Committee appointed in 1949 by the Government of Bombay to report on the Scavengers' living conditions in Bombay.

The provision of special educational facilities for women forms part of the educational development programme in the country. A sum of Rs. 307 crores has been provided for Elementary, Secondary, University and Technical Education in the Second Five Year Plan as against Rs. 169 crores in the first. The Plan recognises the need of increasing the enrolment of girls in schools. The plan also includes a number of schemes for development of social education. Both the Union and the State Governments are awarding scholarships for the education of students belonging to backward classes and preference is given to girl students for this purpose.

A provision of Rs. 2 crores has been made in the plan of the Ministry of Home Affairs for the purpose of assisting States to build up the essential institutions needed for developing welfare work in relation to problems of juvenile delinquency, social and moral hygiene, beggary and probation service.

A comprehensive Bill for the prevention of Immoral Traffic in Women and Girls which includes provision about protective homes, was introduced in the Lok Sabha in December 1954 and has recently been referred to a Select Committee of the House.

that the ideal of self-respect and the concept of dignity of labour should be instilled into the minds of the people.

Regarding social and moral hygiene, it has been suggested to the State Governments that during the Second Five Year Plan period each State should have one home where rescued women may be lodged and helped to make social and environmental adjustment. The home will have a separate section to house women apprehended by the police pending settlement in court of cases relating to commercialised vice. An important jail in each state should have a separate wing where to locate the above category of women after their conviction, so that they may be afforded treatment different from ordinary prisoners with a view to their ultimate moral rehabilitation.

Regarding Juvenile Delinquency, "The Children Bill, 1953" has been passed by the Rajya Sabha. It is now before the Lok Sabha and has recently been referred to a Select Committee of the House.

For tackling the problem of juvenile delinquency, it has been suggested to the State Governments that there should be a re-mand home in each important town and that each State should have a certified school, a probation hostel for boys, and a borstal school. The Central Government has also proposed that legislation for dealing with juvenile offenders should be enacted in States which do not already have such legislation.

The Central Government have also proposed that in the States where a probation system does not already exist, a beginning should now be made. It is further proposed that in the more important jails, welfare officers should be appointed for the purpose of contacting prisoners during their stay in jails and for keeping in touch with them and their families.

The study of the beggar problem is being undertaken through two research schemes instituted by the Research Programmes Committee of the Planning Commission. In the second plan it has been proposed that each State should establish a home for old, infirm, diseased, and disabled beggars. Financial aid is also to be given to the existing institutions like orphanages, widow homes, etc. with a view to making them more useful in their spheres.

(vi) *Denotified communities*—Have been recommended for inclusion in the lists of Scheduled Tribes, Scheduled Castes or Other Backward Classes. They should be assimilated in society through occupations, etc

The Government of India are giving grants-in-aid to the State Governments for the rehabilitation of ex-Criminal Tribes. The welfare schemes for these communities include education, agriculture, ho co tage nil medical pub



They should be called "Vimochit Jatis".

lic health, aid to voluntary agencies etc. Loans and subsidies are also given to them through non-official organisations. The Second Five Year Plan provides a sum of about Rs. 4 crores for the welfare of ex-Criminal Tribes. It was decided to rename them as "Vimukta Jatis" and the State Governments were informed to this effect

xii) *Backward Areas*—Should be developed. Proposals made by some States for the declaration of Scheduled Areas should be examined early. Some *ad hoc* grant should be made for the development of communications in backward areas like Rampur Busha, in Himachal Pradesh, Kalsi and Garhwal in Uttar Pradesh, hilly areas of Udaipur in Rajasthan, Bastar in Madhya Pradesh, Alirajpur and Jobat in Madhya Bharat, Amarkantak of Vindhya Pradesh, and several other backward tracts inhabited by socially and educationally backward people.

## BACKWARDNESS

### CLASSIFICATION OF COMMUNITIES

List of Other Backward Classes have been prepared by the Commission.

The matter is under consideration, as part of the larger question of laying down criteria. In the meantime, the State Governments have been requested to continue to render every possible assistance and to give all reasonable facilities to the people who are included in their existing lists, and to such others who, in their opinion, deserve to be considered as socially and educationally backward in the existing circumstances.

After the necessary criteria have been prescribed and lists have been prepared on their basis, the State Governments will proceed to take steps to implement action according to those lists in supersession of the previous ones.

### CONDITIONS OF BACKWARDNESS AND MEASURES FOR THEIR REMOVAL

A. *Political*—It would be suicidal to accord any additional or special political representation to any community or communities other than Scheduled Castes and Scheduled Tribes.

Government accept this view which is also in accord with the Constitution.

### B. *Economic and Industrial*

#### LAND POLICY

The remaining Tenures of feudal type should be abolished.

Intermediaries have been almost entirely abolished, and consequential measures necessary for ameliorating the lot of the cultivators have been taken in practically all the States.

Old long outstanding tenants or crop sharers have been evicted by powerful zamindars in favour of their own men.

Land legislation must be simple; it should have no loopholes and should not be frequently changed.

#### LARGE LANDOWNERS AND CEILINGS ON HOLDINGS

Ceilings on large holdings should be fixed with due regard to different types of land and should be followed by placing limits on income from other fields of national economy.

#### DISTRIBUTION OF LAND

With regard to the distribution of excess lands obtained by the imposition of ceilings there are two points of view :—

- (a) That such land should be utilised for making economic holdings; and
- (b) They should be utilised for distribution among landless agricultural workers

First priority should be given to landless agricultural workers. The same priority should apply in case of Government lands which are allotted for cultivation.

In Uttar Pradesh and some other States village panchayats have the power to allot vacuulating waste lands for cultivation and they do not allot the land to the poor communities. Distribution of land should be in the hands of Government Officers.

Consolidation of holdings should be brought about.

The Second Five Year Plan recommend that ejectment of tenants and surrender which may have taken place during, say the past three years, should be reviewed with a view to restoration wherever circumstances justify such a course.

The Second Five Year Plan contains recommendations on this subject which provide for land legislation, fulfilling these tests

Necessary recommendations have been made in Chapter IV of the Second Five Year Plan for determining the ceilings with regard to different types of land. Each State may specify, according to the conditions of different regions, classes of soil, irrigation etc. the area of land which may constitute a family holding

Regarding resettlement of surplus land, the Planning Commission has recommended that "in the settlement of lands acquired in consequence of the application of ceilings, tenants displaced as a result of resumption of land for personal cultivation, farmers with uneconomic holdings and landless workers should receive preference".

The problems of landless workers which have to be considered in connection with Land Reform have also been discussed in the Second Five Year Plan

It is, for obvious reasons, desirable to secure public participation and cooperation in implementing land reforms and development measures, and hence the need for the continuation of this work being done through institutions, e.g., Panchayat Land Management Committees at the village level.

As regards Panchayats in Uttar Pradesh, the State Government have observed that the interests of the poor communities are duly safeguarded and that the letting out of land is governed by the principles laid down in Section 198 of the Uttar Pradesh Zamindari Abolition and Land Reforms Act, 1950. After the "Recognised Educational Institution", a landless labourer has the topmost priority.

This has been recommended in the Second Five Year Plan and in some of the States, the work of consolidation has already been started and is in progress.

### SMALL AND MIDDLE OWNERS

In the case of small and middle owners and in cases where ceilings are fixed the rights of tenants under such owners should be regulated by simple laws and it must always be open to the owners to resume the land without difficulty at the end of the tenancy period, which may be fixed from 5 to 10 years.

Fragmentation beyond a certain limit should be prohibited by law.

The rights of resumption of various categories of land owners have been dealt with in paras 23 and 24 of Chapter IX of the Second Five Year Plan.

This has been recommended in the Second Five Year Plan, *vide* para 12 of Chapter IX thereof.

### REGULATION OF TENANCY RIGHTS

Tenants of large owners should be protected from arbitrary eviction and unreasonable rents. The tenants should have option to acquire the ownership by payment of suitable price in easy instalments.

This has been provided for in paras 17 and 21 to 29 of Chapter IX of the Second Five Year Plan.

### RECORD OF RIGHTS

The rights of all interests in land should be correctly recorded and maintained.

RURAL CREDIT AND MARKETING—  
RURAL INDEBTEDNESS—  
RURAL SAVINGS—  
MARKETING FACILITIES—  
PRICE SUPPORT.

This has been provided for in the Second Five Year Plan (para 70 of Chapter IX of the Second Five Year Plan).

Cognisance of most of these recommendations has been taken in the Second Five Year Plan.

The question of rural saving has been considered at length by the All India Rural Credit Survey Committee, and its recommendations have generally been accepted by the Government of India. According to this Committee, rural savings fall so short of rural needs that they must be supplemented from, not diverted to, urban areas. As a result of the measures recommended by the Committee and proposed in the Second Five Year Plan, the exploitation of agriculturists by moneylenders would diminish.

The question of price support has also received due attention, and steps considered necessary from time to time have been taken to give support to prices of agricultural produce when they threatened to fall to uneconomic levels.

Large size and other types of credit societies will be organised in areas inhabited by backward classes and efforts will be made to harness savings wherever available.

### IRRIGATION

Cognisance of this has been taken in the Five year Plans.

### LAND TAX POLICY

The system of land taxation in its relation to the capacity of the

tors should be

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thoroughly examined and an equitable system of taxation be evolved.

examined by the Taxation Enquiry Commission and the implementation of that Commission's recommendations has been commended to the State Governments.

#### COMMUNITIES ENGAGED IN THE CULTIVATION OF VEGETABLE AND FLOWERS AND GROWING BETEL VINE

Enough land should be made available for growing vegetables and fruits. Suburban belts around large towns should be developed for raising fruits and vegetables by organising these communities into co-operatives, especially for the supply of improved seeds and for marketing their produce.

The exorbitant rents in all cases of tenancies should be scaled down as in the case of other tenancies.

Instructions should be given to the young men of these communities on improved methods of fruit and vegetable cultivation.

Scholarships should be established for the purpose of training qualified students among them in general horticulture.

Grant of sufficient and suitable land for raising betel vine to members of the caste to which the cultivation of betel vine is mainly confined; reduction of oppressive rents, etc.

#### REORGANISATION OF VILLAGE ECONOMY—

The basic causes hindering the development of cooperative farming must be removed before agriculture could be reorganised on cooperative principles. The following steps are essential :—

- (1) Prohibition of investment on land as a source of income by persons who are not themselves cultivators or who do not reside in the village or on the farm and land should be acquired from such persons;
- (2) Restraint on alienation of land in favour of non-agriculturist;
- (3) ~~Prohibition of land for grazing purposes and redistribution of~~   
 ~~land for grazing purposes and redistribution of~~

Most of the Commission's recommendations feature in the Second Five Year Plan.

Under the Plan, plant protection work will be intensified. Existing centres are to be strengthened and five new centres will be established. Provision has also been made by the Government of India for a scheme for designing and introducing improved types of agricultural implements and by several States for making improved agricultural implements available to farmers at reasonable rates.

Plants of States envisage rejuvenation of about 5,00,000 acres of existing orchards and the establishment of new orchards over about 200,000 acres of land. Production of vegetables is to be encouraged, especially in the neighbourhood of towns by establishing seed nurseries and providing seeds and plants to vegetable growers on credit and by organising marketing cooperatives for fruit and vegetable growers. State plans also provide for the multiplication of nucleus potato s... Preservation of fruit and vegetables will be encouraged by assisting the canning industry and by setting up cold storage plants. It is also proposed to take measures for increasing the export of preserved fruit and vegetable products.

As stated in Chapter IX of the Second Five Year Plan, suggestions have been made for consolidation of holdings, adoption of land management practices and reorganisation of agriculture on cooperative lines, with cooperative village management as the goal. The proposals for land reform for co-operative development set out in the plan are in the nature of a broad common approach which has to be adopted and pursued in each State as part of the national plan with due regard to local conditions and in response to local needs. Measures for the protection of tenants have been undertaken in a large number of States. The plan ~~states~~ <sup>states</sup> that action should be taken to stay ~~of t~~ <sup>of t</sup> is and

land among landless agriculturists or owners of uneconomic holdings.

(4) Consolidation of holdings, and

(5) Mutual aid among agriculturists in farm operations and organisation of multi-purpose cooperative societies.

sub-tenants except on grounds of non-payment of rent or misuse of land. The Plan recognises that provisions against the creation of fragments or their further splitting up by transfer or partition and regulation of the transfer of existing fragments are essential in the interest of agricultural development. The Plan adds that it is an agreed objective that early steps should be taken to enable tenants of non-resumable areas to become owners of their holdings. The principle that there should not be an absolute limit to the amount of land which an individual may hold was commended in the First Five Year Plan. In the settlement of surplus lands, tenants displaced as a result of resumption of land for personal holdings cultivation, farmers of uneconomic holdings and landless workers should receive preference. Settlements should be made as far as possible on cooperative lines. The main task during the Second Five Year Plan is to take such essential steps as will provide sound foundations for the development of cooperative farming and farms smaller than the prescribed basic holdings, should be brought into cooperatives. The Plan recommends that persons forming genuine cooperative societies should get credit from Government or from cooperative agencies preference in the supply of improved seeds etc.

#### BHOODAN MOVEMENT—

Bhoodan is in essence the application of the principle of non-violence for the acquisition and distribution of land among the landless in the country. This movement has set in motion a great agrarian revolution, and is creating a necessary psychological climate in the country for the establishment of social ownership of land through voluntary and non-violent means. It is trying to influence the psychology of the 'haves' as regards money, power and prestige and to inculcate in them a feeling of social solidarity by asking them to recognise their duty towards the backward people as members of a vast family. Acharya Vinoba Bhave is teaching the 'haves' to accept the 'have-nots' as on a par with one's blood brothers. He is, therefore, not only removing the backwardness of the 'have-nots' but he is also removing the bitterness which the 'have-nots' in their desperation are nursing. This great agrarian revolution is more spiritual in its content. The scope of Bhoodan Movement is widened to include 'Sampatidan', 'Shramdan' and 'Jeevandan' so necessary for the establishment of Sarvodaya society. We recommend both to the Government and to the nation that they should take up the work of Bhoodan Movement and spread it to all nooks and of the country

Government appreciate the views expressed by the Commission. The State Governments which are directly concerned, have been doing the needful to assist and encourage the Movement.

DEVELOPMENT OF LIVE STOCK, DAIRYING, CATTLE INSURANCE, SHEEP AND WOOL, PIGGERY, FISHERY, ETC.

Almost all the recommendations have been covered in the Second Five Year Plan. During the Second plan 1258 key-villages, 245 artificial insemination centres and 254 extension centres are to be set up. A programme for the eradication of rinderpest over the bulk of the country during the second plan period has been drawn up. For the development of sheep-breeding, the Second Plan provides for the establishment of 396 sheep and wool extension centres and three new sheep breeding farms.

ENCOURAGEMENT OF KHALASI COMMUNITY FOR RECRUITMENT TO THE INDIAN NAVY.

An outlay of about Rs. 12 crores is proposed in the Second plan on fisheries and fish production is expected to increase by one-third. The plan provides for the further development of inland fisheries and sea-fisheries and for a large programme for research and training.

Candidates from Khalasi community and those having sea-faring traditions are given preference for ratings training. For executive posts in the Merchant Navy, they are given full financial assistance for education from the Indian National Steamship Owners Association.

#### AGRICULTURAL LABOUR—

Revival of cottage and rural industries and re-organisation of agriculture would afford greater opportunities for employment of these communities. The redistribution of land among the landless would further improve the economic conditions of these classes

The Second Five Year Plan aims at the development of more intensified and diversified agricultural production so as to increase the volume of rural employment and income. New lands will be reclaimed which would provide more manual employment. The diversification of agricultural economy by the development of horticulture, fisheries, animal husbandry, dairying etc., is also to be introduced in rural economy.

#### MINIMUM WAGES—

In the case of agricultural labour barring a few exceptional cases the fixation of the minimum wage is desirable. All the facilities granted to industrial labour should also be extended to the agricultural labour. The Commission may not press at the present stage for all these amenities. But the Commission do hope that the requirements regarding (1) Minimum wages (2) Minimum Housing (3) Drinking water supply (4) Education, and (5) Health facilities will be treated as overdue to these backward classes.

The Minimum Wages Act, provides for fixation and payment of minimum wages in cash or kind, grant of weekly day of rest with wages, regulation of working hours, payment of overtime wages, etc. Most States have fixed minimum wages for the whole State or specified areas. The Planning Commission have, besides, recommended other measures such as compilation of consumer price indices for rural areas, effective enforcement of minimum wages fixed, educative propaganda among agricultural labour and the creation of greater opportunities for these people. Implementation of the Act has brought re ef to

agricultural workers by way of higher wages and better working conditions. (Comments on Minimum Housing, Drinking water supply, Education and Health facilities are given under the appropriate heads).

#### DEVELOPMENT OF INDUSTRIES AND RURAL AND COTTAGE INDUSTRIES—

Khadi Industry, Handloom Industry, Special features of cotton and silk weaving in Assam and Manipur, Silk Handloom Industry, Sericulture, Wool Spinning and Weaving Industry, Village Oil Industry, Village Potter, Bamboo and Cane Workers, Paddy Husking, Coir Industry, Minor Industries, Village Handicrafts, Beedi Industry.

Cognisance of most of these recommendations has been taken in the Second Five Year Plan which recognises that village and small industries in their different aspects are an integral and continuing element both in the economic structure and in the scheme of national planning. The primary object of developing small industries in rural areas is to extend work opportunities, raise incomes and standard of living, and to bring about a more balanced and integrated rural economy. Inevitably, in rural areas, the traditional industries have to be given immediate consideration.

Another important step has been the Government's acceptance of the Stores Purchase Committee's recommendation that certain classes of stores should be reserved exclusively for purchase from village and small industries and that price differentials should be allowed to them over the products of large scale industries.

The Commission is anxious that the conflict between heavy industries on the one hand and cottage and rural industries on the other be removed. It is necessary in establishing industries to avoid the ugly features of the industrial life of the West. It is equally necessary to avoid heavy concentrations of population around urban areas. Steps should be taken to disperse industries all over the country according to a definite plan.

The new Industrial Policy Resolution has stated that while measures for supporting village and small industries by restricting the volume of production in the large scale sector, by differential taxation, or by direct subsidies will continue to be taken whenever necessary, the aim of State policy will be to ensure that the decentralised sector acquires sufficient vitality to be self-supporting and that its development is integrated with that of large-scale industry. The State will, therefore, concentrate on measures designed to improve the competitive strength of the small scale producers. Industrial co-operatives will be encouraged in every way.

#### COMMUNITIES WHOSE TRADITIONAL OCCUPATION IS PERSONAL SERVICE.

They are the washermen, the barber the kahar or the water-carrier and other classes of domestic servants. The conditions of these ties are far from satisfactory. They need special help for ameliorating their conditions.

Government accept the recommendation in principle. Most of these communities are included in the list of backward classes and are receiving State aid.

residence and they move from place to place in search of food and employment. They believe in witch-craft. Because of the insecurity of their lives, some of these communities are driven to crime. It should be the special responsibility of the Government to give them a settled life.

#### MEASURES TO PREVENT EXPLOITATION OF THE BACKWARD CLASSES

Proper institutions must be set up for the distribution of wealth produced. A chain of suitable co-operative institutions or Government stores is badly needed for this purpose. Steps should be taken to train the backward classes in running institutions set up for their benefit.

The ultimate solution seems to be that all production and distribution should be on a socialistic basis and that people should be encouraged to establish the necessary moral basis and to get trained for the changeover.

**C. Communications**—India is a land of vast distance and unless all kinds of communications are developed it will not be possible to remove the backwardness of areas cut off from urban centres of people inhabiting these areas.

**D. Public Health and Rural water supply**—Backward communities generally live in insanitary conditions and in ill-ventilated houses. Ideas of sanitation and public health among them are still primitive. Large scale preventive measures are necessary to improve the health of these classes. It is absolutely essential that the rural public should be educated in the necessity of maintaining sanitary conditions.

Rural water supply should be improved a great deal. Public wells and reservoirs must be built within the easy reach of the Harijan quarters for the use of the whole area. These should be maintained in sanitary conditions under the supervision of a Village Water Committee with a Harijan as President.

welfare Government are providing aid and facilities.

The importance of co-operative institutions with a view to helping the backward classes, among others, has been fully recognised in the Second Five Year Plan.

Government are fully seized of the importance of developing communications of the total amount of Rs 1385 crores allotted in the Plan for transport and communications, Rs. 900 crores is for railways, Rs. 266 crores for roads and road transport and tourism, Rs. 100 crores for shipping, ports and harbours, light houses and inland water transport, Rs. 43 crores for civil air transport, and Rs. 76 crores for communications and Broadcasting.

The general aim of health programmes during the second Plan period is to expand existing health services to bring them within the reach of all the people and to promote a progressive improvement in the level of national health. The Second Plan emphasises that provision of adequate health protection to the rural population is by far the most urgent need to be met in the plan period. In view of the programme for extending the national extension service to the entire rural population, the establishment of primary health units in as many development blocks as possible is a necessary step towards providing an integrated preventive and curative medical service in rural areas. A sum of Rs. 23 crores has been provided for this programme. Over 3,000 health units are proposed to be established in the Second Plan.

So far as water supply and sanitation are concerned, Chapter XXV of the Second Plan states that water borne and other allied diseases are responsible for a large incidence



of mortality and morbidity in the community which can be brought under control by establishing protected water supplies and sanitary methods of excreta disposal. In the First Five Year Plan a sum of about Rs. 24 crores was set apart by the States for providing safe water supply in rural and urban areas. Towards the end of 1954 a national water supply and sanitation programme was formulated by the Central Government under which Rs. 12 crores as loans to urban water supply schemes and Rs. 6 crores as grants for rural water supply schemes were made available. In the second plan, Rs. 53 crores for urban water supply and sanitation, Rs. 28 crores for rural schemes and a special provision of Rs. 10 crores for Corporation have been earmarked.

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**Rural Housing**—The housing conditions of many of the communities belonging to backward classes are far from satisfactory. They live in ill-ventilated mud houses or thatched sheds. These houses are generally over-crowded. A planned programme of rural housing should be drawn up to provide housing for the poorer sections in proper village layouts. Sites for building houses be made available to these people either free or at nominal rates. Financial assistance either in the form of subsidies or loans should also be given to help the backward communities to construct cheap houses. Housing co-operatives may be organised for this purpose.

A provision for Rural Housing to the tune of Rs. 10 crores has been made in the Second Five Year Plan. It is recognised that every village should have a plan which provides for wide streets and drains, proper spacing of houses, location of community buildings and play-grounds for children. The plan also recommends that where financial assistance is provided for Harijans and other backward classes, co-operative societies should be formed and mutual aid teams organised.

**Social Backwardness and measures for its removal**—The following are some of the measures that should be undertaken for the eradication of social evils :—

Government accept the recommendations in principle. Grants-in-aid are being given to non-official organisations working for the welfare of backward classes. The Second Five Year Plan provides Rs. 29 crores for social schemes to supplement donation from private persons.

Necessary legislation on marriage and inheritance laws;

Prohibition by law of social disabilities;

Production and distribution of literature on social problems and liberal use of the Press, Films, Platform and Radio for removal of social evils;

Prohibition of all observances tending to promote caste feelings in Governmental activities;

Reorganisation of the educational system, full assistance to promote education among backward classes and special emphasis on the dignity of manual labour; and

Encouragement of Art literature, Special cultural groups and promotion of cultural

**Educational Backwardness and measures for its removal**—The Commission have detailed the causes of educational backwardness. They recommend the immediate introduction of free and compulsory education for the age groups 6 to 14 years and are in favour of immediate conversion of the existing elementary schools into Panchkoshi basic schools (schools for the benefit of children within a radius of 5 miles) and the ultimate establishment of Basic Rural Universities. The establishment of non-communal hostels, Samata Ashrams (where teachers with their families live with the students) has also been recommended by the Commission. Adult education should be extended and rural reading rooms and libraries established. All India Institutions for higher learning should be set up and facilities for advanced studies abroad should be given to backward class students. For award of scholarships up to a secondary course, the income of the parents of backward class student should not exceed Rs. 1800 per annum and in case of higher education Rs. 3600 per annum. 70% of seats should be reserved for backward class students in Science, Medicine, Engineering, Agriculture, Veterinary and other Technical and Technological institutions of Higher Learning.

#### 4. Representation of other Backward Classes in Government Services—Central and States—

The following percentage of posts should be reserved for Other Backward Classes—

Class I—25 % of vacancies	
Class II—33½ % of vacancies	
Class III	} 40% of vacancies.
Class IV	

(This percentage would be over and above that sanctioned for the Scheduled Castes and Scheduled Tribes).

The Second Five Year Plan lays emphasis on the development of education in the country and Rs. 307 crores have been provided for this purpose as against Rs. 169 crores in the First Plan. The Plan states that the problems of education at the elementary level are mainly two viz. (1) the expansion of existing facilities ; and (2) reorientation of the system of education on basic lines. The Plan covers elementary education, secondary education, university education, technical education and other schemes. The development of Scientific and Technological Research also features prominently in the Second Plan.

Scholarships for students of the backward classes are being provided both by the Union and the State Governments. Provision has been made in the Second Plan for increased number of scholarships for the Scheduled Castes, Scheduled Tribes and Other Backward Classes.

So far as the question of reservation of seats in higher educational, technical and technological institutions, is concerned, there is a general shortage of technical personnel in India. To meet this shortage a large number of institutions are being started. Measures are being taken for the enrolment of the maximum possible number of candidates in such institutions. It is hoped that as the Plan progresses, it will be possible to accommodate all suitable candidates that become available. If necessary, the position will be reviewed later.

The Commission was unable to reach unanimity in their recommendations on this subject. One Member has expressed opposition to the very principle of reservation which, in his opinion, will do more harm than good. Another Member has emphasised that reservation should in no case be on caste basis. Yet another Member has opposed reservation of posts on community basis, and has suggested the condition that the reservation for Backward Classes may be retained as a political necessity only for so long as such reservation exists for the Scheduled Castes and Scheduled Tribes. Several views were also expressed in considering the question of equitable distribution of the reserved quota of posts among all the backward communities. The matter, particularly in regard to the principle of reservation, bristles with difficulties, and obviously calls for very careful consideration.

2. The Commission is definitely against reservation in Government for any community and has

**MINISTRY FOR THE ADVANCEMENT OF BACKWARD CLASSES**—A new Ministry should be created both at the Centre and in each State similar to the Ministry of Rehabilitation for the advancement of backward classes. A department consisting of distinct sections each administering separately the affairs of Scheduled Castes, Scheduled Tribes and Other Backward Classes should be created. An Advisory Board both at the Centre and in each State to assist the Ministry in the administration of welfare measures should also be set up.

recommended a policy of "no reservation" but "generous preference". As a matter of detail, however, he has suggested that while such a policy could be strictly followed in Class I Services, and perhaps in Class II also, the policy of preference may not work with equal force in respect of Class III and Class IV Services. It is recognised that Class III and Class IV Services stand on a different footing. Necessary information will have to be collected and the matter then examined further in consultation with the State Governments, in order to determine what special steps will need to be taken to improve the existing position wherever found necessary.

The interests of the Scheduled and other classes should be served in the best manner possible. If a separate Ministry can ensure this objective, it should be set up. The Home Ministry is in charge of the tribal and other affairs concerning Scheduled Castes and backward classes. The main work lies in the States and even here perhaps more has to be done by way of coordination than independently. The proposed Ministry cannot be self-contained. If it is likely to advance and accelerate the interests and the progress of the backward classes, the question of the creation of a separate Department presumably within the Home Ministry and of appointing a separate Minister within the Home Ministry can be taken up.

In the meanwhile, Advisory Boards have been set up for the Scheduled Castes and Scheduled Tribes. The question of setting up an Advisory Board for the Other Backward Classes will be considered after an authoritative list of Backward Classes is issued.

**GRANTS**—The following are the items for which these grants have been suggested—

- (1) Junior Basic education for 70 lakh Other Backward Class Children
- (2) Secondary or Senior Basic education for 2 : 8 lakh boys of Other Backward Classes;
- (3) Post-Basic training which Post-Matric educational facilities for 90 thousand students of Other Backward Classes
- (4) Establishment of Samata Ashrams (hostels) for 2 lakh Other Backward Class boys
- (5) Education for backward class women;
- (6) Creation of 50 homes for 100 neglected children in each;
- (7) Social Service agencies for backward communities,
- (8) L. and subsidies for rural housing and

Most of the schemes for which the Commission has suggested the provision of Rs. 200 crores in addition to the Capital outlay or Rs. 361 crores for a 5 year period are covered by the Second Five Year Plan. Crafts and other student activities are being increasingly introduced in all colleges to prepare them for final conversion into basic school and the National Institute of Basic Education, which has recently been established, will be developed during the Second Plan period for promoting basic education. So far as the Housing problem is concerned the Second Plan provides a sum of Rs. 40 crores for Low Income Group Housing and Rs. 10 crores for Rural Housing. As regards cottage industries, the Second Five Year Plan provides for an outlay of Rs. 200 crores (excluding working capital for the Village and Small Industries) The plan that he existing arrange

(9) Credit facilities for backward communities employed in village industries.

ments for the provision of finance are far from satisfactory and that a coordinated policy based on close collaboration between the Reserve Bank of India, State Bank of India, State Finance Corporations and Central Cooperative Banks is necessary. A beginning in this direction is being made through certain pilot schemes.

In addition, a provision of Rs. 91 crores has been made in the Second Plan for the welfare of all types of backward classes, out of which about Rs. 10 crores has been earmarked for the welfare of Backward Classes, other than Scheduled Castes, Scheduled Tribes and Ex-Criminal Tribes.

#### REVISION OF LISTS OF SCHEDULED CASTES AND SCHEDULE D TRIBES—

The Commission's suggestions regarding the revision of the lists of Scheduled Castes and Scheduled Tribes with suitable modifications have been incorporated in the Scheduled Castes, and Scheduled Tribes Orders (Amendment) Bill, 1956.

Special facilities to the cattle breeders of Himachal Pradesh and Rajasthan should be given.

The Rajasthan Government have drawn up a scheme costing Rs. 5 lakhs for improvement of cattle breeders in the Western Region, by improving grass land, providing rotational grazing, constructing shelter belts, constructing new wells and tanks for increased water supply as well as for breeding bulls, veterinary and improving market facilities.

The Himachal Pradesh Government have intimated that Gaddies and Gujars are migratory breeders and resort to high altitudes in summer as plenty of green grass becomes then available. The Animal Husbandry Department of the State is framing a scheme for the improvement of cattle.

